DOCUMENT RESUME

ED 284 549 IR 052 015

AUTHOR Chute, Adrienne
TITLE Meeting the Literacy Challenge.
INSTITUTION Office of Educational Research and Improvement (ED), Washington, DC.
PUB DATE Mar 87
NOTE 31p.; In: Annual Report on LSCA Special Activities, FY 1985; see IR 052 014.
PUB TYPE Reports - Descriptive (141)

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Annual Reports; Community Programs; *Federal Aid; Instructional Materials; Library Expenditures; *Library Services; *Literacy; *Literacy Education; Program Descriptions; Psychological Needs; *Public Libraries; State Programs; Teaching Methods; *Tutorial Programs
IDENTIFIERS *Library Services and Construction Act

ABSTRACT

Focusing on federal efforts to fight illiteracy through the Library Services and Construction Act (LSCA), Title I, this report describes some of the literacy projects that have been supported by LSCA funds, examines current literacy trends, and discusses some ideas for the future. The definition of literacy is considered, public libraries are discussed as outlets for literacy training, and the following aspects of LSCA literacy projects conducted during the 1980s are summarized: (1) general trends; (2) current developments in literacy materials and software; (3) teaching methods; (4) psychological factors; (5) current developments in program approaches, including one-to-one tutoring programs, community literacy programs, and technological literacy programs; (6) current developments in service to special groups, including family literacy programs, young adult programs, programs for the disabled, programs for the institutionalized, and programs for people with limited English-speaking ability; (7) rural literacy; (8) current developments in statewide coalitions; and (9) evaluation and research needs. Finally, a review of the efforts of public and private organizations to promote literacy campaigns emphasizes the need to move ahead to pursue new methods of meeting the literacy challenge. (KM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
X This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

ED284549

U.S. Department of Education
Office of Educational Research and Improvement
Library Programs

MEETING THE LITERACY CHALLENGE

by

Adrienne Chute
March 1987

°A high school graduate doesn't walk up to get her diploma, "What good would it do me?" she says, "I can't read it."
°An illiterate parent accidently feeds the baby poison.
°A job hunter goes to an interview with his arm in a sling to avoid filling out an application.
°A doctor's wife, at restaurants, listens to everyone else's order and then chooses from among their selections.

These are several ways in which illiterates cope. " You can get by in today's society without the ability to read. But just getting by, as adults who have been nonreaders attest does not make for an independent, fully developed life. It is a life that is often confusing, dependent, [and] on the margins. Former nonreaders have discovered that reading is a path to empowerment."1/

Many individuals and organizations are joining the fight against illiteracy. This report focuses on Federal efforts to fight illiteracy through the Library Services and Construction Act (LSCA). The LSCA Title I has supported literacy projects in libraries since 1971. This article describes some of the projects supported under LSCA, examines current literacy trends, and discusses ideas for the future.

DEFINING LITERACY

A single definition for literacy does not exist and there is disagreement as to the number of illiterates in the country. Secretary of Education William J. Bennett gave this definition in testimony in December 1985, "In functional terms [literacy] is the ability to read, write, speak, listen, compute and solve problems in situations that confront adults in everyday life." Mr. Bennett estimates that some 17-21 million Americans age 20 and above are illiterate, based on a 1982 Census Bureau English language proficiency test. Others feel the estimates are too low because they exclude prison inmates, the homeless, and young adults age 18 to 20.

Definitions of illiteracy and estimates of the U.S. illiterate population have evolved. A generally accepted literacy criterion for many years was completion of sixth, eighth, or twelfth grade. The disadvantage of this approach was that the number of grades completed did not guarantee corresponding skill attainment.

Since the early 1970s, the approach among literacy experts has been to test the ability of sample groups of adults to complete tasks that require literacy skills, such as reading a want ad, addressing an envelope, or filling out a form. The results are then applied to the total population.

1/ 1987. The Year of the Reader, San Francisco Office. Launching "1987- The Year of the Reader, p. 12-13.

IR052015

BEST COPY AVAILABLE

The 1975 Adult Performance Level (APL) Study, which tested adult literacy skills in five functional areas estimated that 23 million adults, eighteen and over, 1 in 5 were illiterate. Applying the APL finding to 1980 census data, illiterates 18 and over are estimated at 25 million:

Percentage of Age Population:		* Number of Persons
18-29 years old	16%	7,887,200
30-39 years old	11%	3,467,310
40-49 years old	19%	4,323,640
50-59 years old	28%	6,530,440
60 and older	35%	12,470,850
By Gender:		
Men over 18	17%	13,454,820
Women over 18	23%	20,056,000
By Racial Grouping:		
White over 18	16%	23,154,880
Black over 18	44%	7,793,280
Hispanic over 18	56%	5,057,024

* Estimates are based on the application of the APL Study percentages to the 1980 census.

There are many reasons why adults have not developed the reading, writing, and computing skills they need in everyday life. The genesis of high rates of illiteracy for sections of the illiterate population dates back to America's historical roots. For example, during the decades of slavery in the South it was a crime to teach a Black person to read. Even after emancipation America's apartheid system of education kept many Black Americans below the level of effective literacy. Even today, some minority and children from impoverished families are stereotyped as intellectually deficient and are relegated to "educational ghettos."

Many functional illiterates are intelligent adults who quit high school or were given "social promotions" in school. More than one third of adults have not completed high school and thirteen percent of high school students graduate with the reading and writing skills of sixth graders.

As a child or teenager, the adult illiterate may have been learning disabled or "teaching disabled." Undetected hearing, visual, or other physical problems can lead to illiteracy. Some children, according to Piaget's theories, are simply not developmentally ready at the time reading instruction begins.

Children sometimes experience trauma such as parental death or divorce or parental alcoholism, or can become pathologically distraught over the birth of a sibling or a move to a new school. Because of peer pressure some children and adolescents lose interest in learning during their school years. Parents who cannot read often have children with the same problem. Obviously, there is no one reason.

Even though the poor, minorities, women, the aged, residents of certain areas of the South, and residents of rural areas are included disproportionately in the number of Americans who cannot read, the problem crosses all cultural and economic lines. A survey by the Center for Educational Statistics (CES) shows that 16% of all college freshmen enrolled in remedial reading courses, 21% took remedial writing, and 25% took remedial mathematics. In two-year and open admissions colleges, almost 75% of students were enrolled in remedial courses.

LIBRARIES AND LITERACY

Public libraries provide ideal outlets for literacy training because every community has one. The establishment of new literacy learning sites can be a lengthy process. The California Literacy Campaign, on the other hand, was able to get projects in place quickly because they used existing library systems throughout the State for space, communications, staff expertise, collection development, processing, equipment, and other logistical support. Cooperation with other agencies and private sector support was facilitated by the public library's credibility. For libraries there is also a self-interest factor in promoting literacy -- new readers mean more public library supporters.

For illiterates who want to become literate public libraries have advantages. They know the services are free, and often public libraries are close to where they live and are usually open evenings and weekends. Many illiterates associate public school classrooms with failure and humiliation, but do not attach this stigma to the public library. In addition, public libraries have been traditionally associated with adult independent learning.

Libraries often reach the adult whose skill level falls in the 0-4th grade category; these adults are the hardest to retain in adult education programs. According to the Contract Research Corporation's survey, Libraries in Literacy, funded by the U.S. Department of Education (ED), 53% of public libraries in 1980 were actively involved in literacy projects. The Contact Literacy Center in Nebraska reports that 467 public libraries are registered in their directory.

What are public libraries doing under the the LSCA State Grant programs to meet the literacy challenge and is it enough?

THE 1980's -- LITERACY UNDER LSCA TITLE I

The Library Services Program, Title I of LSCA has been the most consistent source of Federal funds for library literacy projects since the early 70's. LSCA Title I has funded literacy since the 1970 reauthorization of LSCA, when Congress added several priority areas, including services to the disadvantaged. The first LSCA Title I literacy projects were funded under this priority area. Although the LSCA Title I program has supported library literacy projects for approximately twenty years, it has done so on a project-by-project basis, without any particular emphasis. The grantees -- State and local libraries -- have determined the direction of individual projects. In the most recent reauthorization of LSCA in 1984, Congress increased its emphasis on literacy, making it a separate priority area under Title I and adding Title VI, a new literacy program, to the Act.

Many States have given literacy projects increased support since 1980. The amount of Federal, State, and local funds spent on LSCA Title I literacy projects has almost tripled in the past 5 years, increasing from $1.5 million in Fiscal Year (FY) 1980 to $4.2 million in FY 1984. In that same time, the number of projects increased almost 2 1/2 times, from 39 in 1980 to 97 in 1984. In addition, the number of States with LSCA literacy projects has nearly doubled, from 26 states in 1984 to 47 in 1986.

Several States have developed particularly strong literacy programs. For example, in 1984 California committed $2.5 million in LSCA funds to 27 public libraries to begin the California Literacy Campaign. The various public libraries established programs in over one hundred communities under the initial grants. Currently the California Literacy Campaign estimates that California has 10,000 tutors. An evaluation of the California Literacy Campaign, completed in October 1984, noted that "the early accomplishments of the campaign...have been truly amazing. The California Literacy Campaign has accomplished in eight months what community-based adult literacy programs would have needed at least two years to do."

The projects were reported to have generated at least $1.3 million in contributed services. The report concluded that there was "every indication that, should the Campaign be able to maintain its current level of qualitative and quantitative services, it will be one of the most successful community-based adult literacy programs ever attempted in the United States." The California legislature appropriated $3.5 million in State funds in FY 1985/1986 to continue and expand the California Literacy Campaign. For FY 1986/1987 the State legislature appropriated $4 million in State funds for 46 existing literacy programs. This is a clear indication of the dramatic impact of LSCA funds as an incentive for a statewide literacy effort.

LSCA funds have helped other States to generate State supported literacy programs. For example, New York State's new Adult Literacy Services Program is a discretionary literacy grant program administered by the State Library. In 1986 it provided $400,000 for adult literacy grants to be carried out by public library systems. Projects were to be operated in direct coordination with local public schools, colleges, or other organizations. Illinois State Library in FY 86 received $2 million in State funding and in FY 87 will receive $4 million.

Other States with a strong commitment to literacy include Colorado, Connecticut, Florida, Indiana, Kansas, Kentucky, Maryland, Minnesota, Nebraska, New Jersey, North Carolina, Ohio, Oklahoma, Pennsylvania, South Carolina, Texas, Virginia, and Wisconsin.

Two hundred thousand individuals were reached with LSCA literacy projects in 1981, the most recent year for which data are available. By now this figure may have tripled to 600,000 or optimistically may have reached 1,000,000 persons. This is only a small fraction of the 17-25 million estimated functional illiterates.

General Trends

Between FY 1982 and FY 1984, 250 LSCA literacy projects provided a broad range of literacy services, including tutoring in numerous settings from bookmobiles to prisons; courses in English for new Americans; and a high interest/low vocabulary books-by-mail program. The trend was away from smaller projects with a low commitment of funds, such as purchasing literacy materials, to larger projects with higher support levels, such as statewide projects. Another trend was a decrease in adult basic education projects for those with some reading ability and an increase in activities for those with no reading skills. Also, English as a Second Language (ESL) classes decreased and projects using technology increased.

Literacy Materials and Software -- Current Developments

The identification of appropriate literacy materials and the development of computer software for literacy programs are two key areas of activities for which LSCA Title I funds have been used since FY 1980.

Materials

A persistent problem in adult literacy programs has been the lack of basic low level (grades 0-4) reading materials that have the appropriate interest level for adults. Literacy experts have found that materials developed for young adults can be used with adults, and that materials developed for adults can be used with children, but that materials developed for children often do not work with adults. One exception to this was the discovery by Mid-York Library System (New York) that because of the clever graphics in juvenile software packages and the novelty of the computer, most adults enjoyed children's software and were not insulted by it.

Selecting materials for literacy programs involves the same judgments of quality as in selecting other library materials, with an additional concern about how to determine the level of reading difficulty of a particular book. One of the simplest and most commonly used readability formulas for adult new reader materials is the Gunning-Fog Index. The ease of difficulty (readability) of common reading materials is one indicator of skill levels adults need. The Gunning Fog Index shows that reading skills at the 11.1 grade level are needed to understand the owner's manual for an American car. The directions on three industrial cleaning products averaged an 8.6 grade level. A guide to Social Security benefits tested at the 9.9 reading level. Other sources indicate that Department of Motor Vehicles driving training manuals are written at the 6th-grade level, frozen pizza instructions at the 8th-grade

level, over-the-counter drug labels at the 10th-grade level, and insurance policies and leases at the 12th-grade level. In addition, a software program called Readability enables the tutor to type a portion of the text into a program that computes the readability of a book by using several different formulas.

Adults are motivated to learn to read when they can link reading to a personal goal, such as getting a job, reading the Bible, learning about prenatal care, or getting a driver's license. New adult readers want to blend in with other adults; therefore, it is important that materials are visible, look "adult," and are not placed in the children's area of the library. Literacy and Libraries: A Planning Manual, developed by the Lincoln Trails Libraries System (Illinois), recommended that controlled vocabulary materials not be cataloged. The reason is that new readers generally do not use catalogs. They browse or ask the librarian and are easily overwhelmed by library jargon and processes. They recommend a simple arrangement such as organizing materials in broad subject categories like Jobs; Health; etc.

Many libraries use LSCA Title I funds to acquire and disseminate literacy materials. The following are examples of such projects. In 1985, Westbrook Public Library (Connecticut) purchased literacy materials and produced A Users Guide to the Literacy Volunteers' Collection of the Westbrook Public Library. Similarly, Suffolk Cooperative Library System (New York, 1984) produced a bibliography, High Interest Low Reading Level Books. The listing is organized in three sections: Basic Reading (listed by reading level), English as a Second Language, and Teacher's Manuals and Tutor Aids. The bibliography also has an author, title, and subject index. Suffolk found that because most tutoring takes place in the library, many students, as well as their friends and families, became library users.

Another approach, used by an Ohio grant to the Public Library of Cincinnati and Hamilton County, was to analyze the already existing library collection to determine materials suitable for audit illiterates. The library identified 450 items. The Free Library of Philadelphia has a Reader Development Program that provides books for agencies working with adults with low reading levels. In 1985, 97 local agencies participated in literacy programs in the area. The Free Library is unique in that it gives the books away without charge, making 450 titles available for the program.

LSCA literacy projects are also adding audiovisual titles to their literacy collections. For example, the South Carolina State Library has become a depository and resource for literacy audio visual materials. These materials are used to promote literacy awareness and to enhance training at the local level.

There is also a growing trend to develop literacy projects that match the culture and interests of the community from which the illiterate comes. While LSCA projects did not emphasize this trend, a few key elements of this type of community literacy approach were reflected in several projects. For example, the Broward County Division of Libraries in Florida developed its own literacy materials, using volunteers to produce local literacy materials for projects and to publish literacy newsletters containing student work. This project was featured on ABC Nightline with Ted Koppel.

A unique approach to solving the literacy problem is to adapt the environment to people with low reading skills. For example, Mike Fox, Executive Director of Push Literacy Action Now, advocates retooling welfare forms and report cards for a 4th-grade reading level. Some advocate lowering the reading level of textbooks. Opponents refer to this as "dumbing down." Libraries on the other hand are trying to help illiterates adapt to the reading environment .

Newspapers

Some literacy programs use newspapers as instructional materials. Newspapers have a number of advantages. Content is current, varied, and relevant to adult interests. For this reason, newspapers are good for teaching comprehenson skills and can spark interesting group discussions. Newspapers are inexpensive and easily available. Sections are short. Readability of different sections ranges from 4th-12th grade, so the newspaper can be used with all reading levels. The ads and cartoons have pictures, yet are not perceived as juvenile materials. The ads also have numbers, so they can be used to teach math. Carrying a newspaper is a sign that one can read; indeed many illiterates carry newspapers to disguise their illiteracy. Newspapers address survival skills such as buying goods and services, and finding a job through the classified ads. It is expected that use of newspapers in literacy projects will increase. In addition, several low reading level newspapers are available such as the weekly News for You.

Software

The idea of using microcomputers to teach reading to adults is a recent development. PLATO, originally developed for children and young adults, is now being used with adults also. PLATO, which offers testing, diagnosis, basic skills programs, drills, and retesting is available for higher level adult readers such as 8th-grade reading levels or those preparing for the GED. However, adequate software for the basic level, grades 0-4, adult non-readers is still lacking.

Several LSCA Title I projects are developing software for use in computer assisted literacy instruction (CAI) programs. Two New York projects, Mid-York Library System and Queens Borough Public Library reported that a useful criterion in selecting literacy hardware was the availability of compatible high quality, adult education software. Queens Borough previewed and evaluated 200 software programs before purchasing Apple microcomputers. Compatible software was purchased in four categories: drill and practice, word processing, tutorial, and educational games.

Mid-York Library System identified more educational software available for Apple computers than for any other microcomputer. They purchased an Apple IIe microcomputer with duodisk drive, color monitor, and Okidata Microline 92 printer. A color monitor was selected because the colorful computer graphics available in many programs lose appeal without the color capability on the screen. The printer has graphics capability.

Using a different approach, in 1985, the Chemung-Southern Tier Library System developed software that followed the Literacy Volunteers of America reading method, rather than modifying commercial software. Twenty-five thousand dollars in LSCA funds were used to hire a programmer to develop literacy education software for use by students on microcomputers. Commodore 64 computers were purchased and installed in five of the system's public libraries. Starting with the basic teaching manual of Literacy Volunteers of America, the programmer developed a series of software programs in Commodore BASIC (disk version), which support each of the major activities carried out by tutors. Some of the programs take the form of an "electronic notebook," aiding the tutor to generate and keep track of various drills, word lists, and mastery levels. Other software can be used by the tutor and student together, or by the student alone. Some of this software trades in the media of pencil, paper and workbook for an electronic counterpart. Other software meets all of a purist's definitions of CAI, with program branching dependent on a student's test answers, etc. In addition, Commodore public domain software was modified by deleting "juvenile" graphics and changing negative program responses to positives. All the software has advantages in terms of consistency and repeatability; a computer has more patience than any human tutor in doing a task over and over again. The summer 1985 issue of The Bookmark (New York State Library) includes several annotated literacy software lists, developed in the Mid-York and Chemung-Southern Tier System literacy projects.

In 1984, another LSCA Title I project at the Jacob Edwards Library in Southbridge, Massachusetts had a computer assisted literacy program that included materials for limited English-speaking persons, because beginner computer software for the limited English-speaking is also lacking.

Teaching Methods

Most children are ready to read by first grade. A successful student must master four basic skills to become a mature reader. He must develop a sight vocabulary, that is, he must learn to recognize an ever-increasing number of words on sight without stopping to figure them out. He must learn to apply the rules of phonics and word analysis to words not recognized immediately. A third skill essential to independent reading requires the student to use context clues to derive the meaning of unfamiliar words from the sense of their use in a sentence. Finally, the fourth skill necessary to good reading is comprehension, the ability to understand not only the individual words but the message they convey.

People have different learning styles. Literacy programs must assess the student's needs and match the student to the method that works best for him. A method that was popular from the 1920s to the early 1970s was the whole word approach (look-say method) in which the student memorized whole words. Recently, however, the trend has been back to phonics. In the past two decades, research has confirmed that children learn to read more effectively when they learn phonics (sounding out words) first.

Laubach Literacy uses a structured, phonics based series of workbooks to teach reading to adults. One advantage of using workbooks is that tutors

without a teaching background are provided a structured curriculum. The Spaulding method (The Writing Road to Reading) uses a phonics-based multi-sensory approach. All the pathways to the student's mind are used--listening, speaking, writing, and reading. In the first weeks students learn 54 phonograms through structured drill. This is then applied to spelling words. The teacher dictates a word; the student says the phonogram he hears in the word, and writes down the word. After he has printed the word, he reads aloud the word he has written.

Literacy Volunteers of America (LVA) uses a more eclectic approach that can include the whole word method and some phonics. One of the strengths of LVA is that the language experience approach is used. The language experience approach fuses reading and writing. The student dictates a story about an experience from his own life. The tutor writes the story and then uses it as the reading text. It makes the reading experience more relevant. LVA also uses newspapers or other student materials as reading texts.

Another approach is used by Queens Borough Public Library (New York) in their writing classes. No texts or workbooks are utilized. Direction is given through a series of idea cards, teacher critiques, and peer support.

A number of 1984 California LSCA projects experimented with other reading methods such as Auditory Discrimination in Depth (ADD), Siskiyou County Public Library; The Literacy Council of Alaska (LCA), a former Right-to-Read and Adult Basic Skills academy), San Bernadino County Library; the Lindamood method, Mudoc County Adult Tutorial Program. Also, the Ventura County Library Services Agency (California) developed its own curriculum based on a psycho-linguistic approach to reading.

Psychological Factors

There is a strong psychological component to successful literacy programs. Many adults have experienced failure with traditional methods, so adult programs must take a different approach. The tutor needs to show empathy for the illiterate's embarrassment about being illiterate and fear of formal examinations. The learner must be the center of the learning process. The learner's needs, interests, goals, and pace drive the curriculum; the tutor plays the role of a facilitator.

Illiterates often need suppportive services such as educational or vocational counseling, or counseling regarding personal problems. For example, refugees sometimes need counseling support to deal with post-tramatic stress resulting from painful events such as family separations, incidents of boat piracy and rape, the witnessing of executions of family members, survivor guilt, and the depression of leaving one's homeland and entering an alien culture. Learning can be blocked by unresolved conflicts and stresses. Communication skills are essential in tutors. Teachers must listen carefully, non-judgmentally, and be sensitive to the student's class, culture, and gender. Middle class values do not always apply. Establishing a feeling of mutual exchange with students is important; the bonding process is what keeps the student motivated.

Program Approaches -- Current Developments

There are many program approaches used by literacy projects. Most LSCA Title I projects use the traditional one-to-one tutoring approach, though some LSCA Title I projects focus on community literacy and technology, the other two major types of approaches.

One-To-One Tutoring Programs: A Model

A number of the LSCA Title I projects have been quite successful in using the one-to-one tutoring approach. From a review of these projects over the past five years, a model of a successful one-to-one tutoring program has emerged. The model incorporates elements identified in LSCA Title I projects as key factors in their successes and some successful elements identified in a recent Department of Education study, Guidebook for Effective Literacy Practice. The elements fall into 7 categories: 1) Planning and administering literacy programs; 2) Public and student recruitment; 3) Volunteer recruitment and management; 4) Tutor training; 5) Materials and instructional methods; 6) Evaluation; and 7) Students. The name of the State in which the successful element was developed is indicated in parenthesis.

1. Planning and administering literacy programs:

   - A literacy planning manual developed (Illinois).
   - A certified teacher or reading specialist in a key role in the project (Ohio, New York).
   - A full-time paid literacy coordinator to serve as the core around which the literacy volunteers are organized (Indiana, North Carolina).
   - Project planning that takes into account the fluctuating rates of enrollment, learners waiting, tutor recruitment, and training, and that most projects require approximately three months development to be ready to provide tutoring (California).
   - A community literacy partnership formed with adult education, social service agencies, other literacy groups, the military, and the private sector (Indiana, California).
   - Regional Literacy Networks (Maryland, New York, Kentucky).
   - Project seeks stable secure funding and makes a long-term commitment to teaching adults to read. It can take several years for those in the 0-4th grade functional level to learn to read. California uses the terms "Literacy Program" or "literacy service" because these imply an essential, ongoing library service. On the other hand, the term, "literacy project," implies a short-term activity. (South Carolina, Massachusetts, California).

2. Publicity and student recruitment:

   - Local or regional literacy hotline (Illinois).

- Recognition that personal contact is the most effective tool in reaching tutors and students (Illinois).

- Audiovisual or oral media directed to recruiting illiterate population. Print media used to reach literate community, volunteers, funding sources, and friends and families of illiterates (Illinois).

- Awareness that poor recruitment planning threatens the success of literacy programs if uncontrolled public service annoucements create long waiting lists, or enrollment drops due to inaccurate program representation (Guidebook for Effective Literacy Practice).

- Careful monitoring of phone styles since the first contact by illiterates is often made by phone (Guidebook for Effective Literacy Practice.

- Radio, television talk shows, exhibits, and public speaking engagements that reach illiterates in the community. Creative approaches included advertising in the television supplement of local newspapers and on grocery bags, distributing literacy bookmarks in bank statements, church bulletins, phone bills, and to government employees. (Oklahoma, Florida, Illinois, New York, Massachusetts, South Carolina).

- Creative use of the private sector, e.g., projects contacted barber-shops, hardware stores, local restaurants, bars, laundromats, doctors, and optometrists to provide a brochure and to request permission to display a poster in their places of business; literacy brochures also used as food tray liners at fast food restaurants, placed in monthly welfare recipient checks, and food stamp offices; and posters displayed on buses (Indiana, Illinois, Guidebook for Effective Literacy Practice).

- Produce a local literacy directory (New York).

- Former illiterates used to canvass neighborhoods or speak to community groups (Guidebook for Effective Literacy Practice).

- Low income students given priority in tutor assignments (New York).

3. Volunteer recruitment and management:

- Literacy volunteers recruited from the target community. Use of former illiterates to recruit students and volunteers. For example, Lois Gross, a former illiterate in Kentucky, recruited singlehandedly 545 students and 456 tutors in one year. (Florida, Kentucky).

- Volunteers recruited from many sectors, i.e., students, retired people, former illiterates, service clubs, and corporations, to meet the need for tutors, as middle class women, long the basis of the volunteer pool, became less available as volunteers (Illinois, New York, California).

- Creative use of volunteers to support other project needs, i.e., child care and transportation for students, producing literacy materials, and fund raising (North Carolina, California).

- Requirements for volunteers clarified by including specific expectations in a job description. For example, a volunteer might be interested to know that 60% of volunteer time will be spent in direct tutoring and 40% in preparation and travel time. (California)

- An incentive minimum wage paid to develop new pools of tutors (California).

- Prospective volunteers and students interviewed to get a sense of their values and needs so that tutor and student are well matched (Illinois).

  (One tutor problem identified in an evaluation conducted by the Lutheran Church Women was that tutors talked too much and overwhelmed their students, who were not used to verbalizing their thoughts.)

- Monthly calls to each volunteer to provide support and encouragement (Florida).

  (An evaluation conducted by the Lutheran Church Women found that 50% of tutor volunteers never got to the first tutoring session.)

4. Tutor training:

   - Basic training for tutors, followed by periodic in-service training, to keep tutors up-to-date. A tutor-training handbook developed for the project and a videotape of tutor-training produced to serve as a refresher for tutors and to lend to groups in the community (North Carolina, Indiana, South Carolina).

   - Use of tutor training workshops on television (Kentucky).

   - Tutors trained in a variety of teaching methods by local reading specialists in schools and colleges (California).

   - A cadre of available trained tutors so students who ask for help don't have to wait for a tutor to be trained (North Carolina).

   - Sensitivity training for librarians about new adult readers (Iowa).

5. Materials and instructional methods:

   - Curriculum included not only reading, but also math and writing (California, New York, Massachusetts).

   - Lesson plans and individualized learning plans developed and used. A variety of teaching methods were used to adapt to the learning style of the student. (North Carolina)

   - Curriculum includes life skills seminars on topics such as health, personal finance, etc. (Illinois)

   - Development by project of its own locally-oriented materials (Florida).

- Materials selected carefully and included in a catalog (Ohio).
- Literacy materials evaluated and restocked regularly (North Carolina).
- Cooperative purchase of materials (Illinois).
- Program suggestions manual developed (Illinois).

6. Evaluation

- A needs assessment conducted prior to the beginning of the project, with continual evaluation during the project (Illinois, South Carolina).
- Testing of students before, during, and after literacy training to evaluate progress (New York, North Carolina).
- Tutors evaluated by students as well as supervisors (Illinois).

  (An evaluation by the Lutheran Church Women found that some tutors were unable to read a tutoring manual written at the 8th grade level.)
- Student termination tracked, and feedback used to improve the program (New York).

  (Projects have identified high dropout rates due to boredom with materials and lack of support, e.g., child care and transportation services.)
- Summative evaluation conducted at the end of the program year, which includes observations on completion of program objectives; student progress ((as measured by testing, student's affective changes (e.g., self-esteem) and whether or not the student met his personal goal (e.g., reading the Bible)); volunteer participation; and community impact (Massachusetts).

7. Students

- Student-set goals with immediate attention given to these goals. Instruction stopped when the student decided to stop. (New Jersey, Ohio)
- Orientation with peer counselors provided for new students to allow learners to express their concerns regarding returning to school and to allow fellow students to describe how they overcame obstacles (Guidebook for Effective Literacy Practice, Illinois).
- Group activities provided for students and former students to discuss problems and thoughts even if literacy training itself is one-to-one (Guidebook for Effective Literacy Practice).
- Book clubs for adult new readers (Ohio, Illinois).

- Supportive tutor-student relationships. (New York).

  (A meaningful relationship with the tutor is cited almost universally by learners when asked why they remain in literacy programs.)

- Summer literacy reading program for children incorporating field trips to the police department, post office, a radio station, and a printing shop to illustrate to students that no matter what you decide to do in life, reading is very important (Illinois).

- Tutoring provided at locations and times convenient for students (New Jersey, Ohio).

- Student materials featured in literacy newsletter (South Carolina, Indiana).

- Pre-adult basic education classes to ease the transition from one-to-one tutoring to a group learning situation (New York).

- Radio reading program for children broadcast daily or weekly (Illinois).

- Contact with students who have "stopped out" temporarily to demonstrate that the adult is missed and a place will be held for their return. Many adults come back, often with renewed purpose (Guidebook for Effective Literacy Practice).

- "Diploma" of recognition awarded to students as they progress through each of the four Laubach levels. (South Carolina)

- Student literacy committee formed to follow up on potential student dropouts, encourage student input, and plan social activities (New York).

- Project particulary selective in choice of tutor for 0 to 1.5 - grade reading level. Students on this level require special attention. (New York).

In 1985 an LSCA one-to-one tutoring program received special recognition. Mrs. Kathleen E. Tice, Community Services Librarian for the Annapolis and Anne Arundel County Library, was honored with the 1985 American Library Trustee Association (ALTA) Literacy Award. Mrs. Tice is credited with establishing a new library service, Adult Basic Literacy Education (ABLE), in cooperation with the Anne Arundel County Literacy Council and the County Board of Education's Adult Basic Education (ABE) program. Mrs. Tice also organized a public relations campaign that resulted in an unusual increase in both the number of adult students and volunteers for tutoring training. In 1982, 576 students, tutors, and teachers with literacy programs in Anne Arundel County used the materials provided through ABLE. In addition, literacy information requests increased from 56 to over 350 per month. In 1983 ABLE targeted 1,300 adult new readers enrolled in Adult Basic Education classes or working with a tutor in the Anne Arundel Literacy Council program. Publicity efforts spotlighted the availability of materials and programs, and highlighted the problems of functionally illiterate adults in our society.

Another one-to-one LSCA tutoring project, Cherokee County Public Library, South Carolina received two awards. In June 1985 the South Carolina Literacy Association, for the second year in a row, honored the project with the "Pursuit of Excellence" Award.

The project also received a National Award for special effort from Laubach Literacy Action for its "rapid and stable development."

Community Literacy Programs

Community literacy incorporates the psychosocial environment of students' lives with a group process. Individually oriented literacy programs are said to be more concerned with "mainstreaming" the individual into the dominant society of middle class values and perspectives. However, many illiterates do not see illiteracy as the major issue in their lives -- crime, drugs, poverty and joblessness are more important.

Community-oriented programs do not isolate literacy skill acquisition from other issues clients may face, and tend to see the literacy process as a means of empowerment. Because literacy in and of itself cannot alter structural inequities or socioeconomic sources of powerlessness, community-oriented programs use literacy instruction as a means of promoting critical awareness, self-confidence, self-esteem, and community participation -- all the things necessary to change one's life circumstances and gain more control.

Community Literacy Programs operate "in the neighborhood served and are often run by neighbors of those [served]. [These programs address] the social, economic, and cultural issues of that neighborhood... ." If the concern of the group is housing or food, a tenant's group or food cooperative might be formed.

Community control makes Langston Hughes Community Library and Cultural Center (New York) unique among public libraries. The people who direct and operate the center are from the surrounding community. They are not professional librarians. They have the back-up of the Queens Borough Public Library and a professional librarian on staff to provide technical assistance. An elementary school student homework assistance program, started in 1969, uses six college students as tutors in reading and math. In 1985, 80 students were enrolled, and there was a waiting list. An information and referral service provides survival information on such topics as child care, youth resources, legal aid referral, educational opportunties, consumer complaints, health services, holiday depression, etc., and provides a community bulletin board. In 1981 Langston Hughes became an outreach center for Queens Borough Public Library's Literacy Volunteer project. In 1983 Mrs. Barbara Bush, wife of Vice-President George W. Bush, visited Langston Hughes as part of her national campaign to encourage reading and eradicate illiteracy.

Several libraries used LSCA Title I funds for library-based programs to support community literacy programs through information and referral services. Community Library Information Center (CLIC) in Prince George's County, Maryland, for example, set up a service to help adult new readers identify and utilize community information resources relevant to their literacy needs.

CLIC provided materials and information for adults enrolled in Adult Basic Education, English as a Second Language, and other literacy programs in the county.

One advantage of community based efforts is that they tend to be more successful in reaching the lowest level of readers. However, only 600,000 - 700,000 illiterates nationwide are served by community based efforts.

Technology Programs

The primary focus of technological literacy projects under LSCA Title I was the interactive use of computers. Some literacy experts regard new technologies as the best hope of reaching the 95% of illiterates not being reached by current programs. One key component of several successful projects was that they did not use computers to replace the human element in literacy training. Several projects noted, however, that computers provided great assistance by handling the more routine testing, recordkeeping, and other paperwork for both tutors and students, allowing tutors to spend more time teaching.

A project in the Peoria Public Library in Illinois is currently developing software for the Laubach method of teaching adults to read and is testing three premises:

1. That completion of the Laubach course can be accelerated by using computers to reinforce tutoring;

2. That volunteers can increase the number of students handled by using computers for the repetitive practice portion of the lessons; and

3. That the availability of computers will attract students who might otherwise not acknowledge any handicap in reading skills, and will help retain these students in the program.

Video and videodisc technology is another area being explored. One approach uses a self-paced videodisc that presents pictures and sound. The student does not have to know how to type, but merely touches the screen to indicate his response to the instructions.

Onondaga County Public Library is located in Syracuse, New York, which is the home of both Laubach Literacy International and Literacy Volunteers of America. Onondaga County Public Library reflects this distinction in its varied literacy program started in 1983. A cornerstone of the program, which serves illiterates (adults, limited English speaking, and children), is the System 80 developed by Borg-Warner. System 80 is an audiovisual learning machine designed to help adults and children improve skills in reading, phonics, and math. Each individual lesson has an unbreakable phonograph record and a synchronized instructional film-slide, which even a child can load easily. As audio questions are asked, students respond by pressing one of five buttons located directly beneath possible answers which appear on the screen. If the student answers correctly, the film-slide will automatically advance to the next frame. If the answer is incorrect, the audio question is repeated and the student may respond again. Onondaga has available at 16 libraries, 114 System 80 kits,

80 record and slide kits, and 1000 individual lessons at various educational levels with subject titles like "Learning Essential Vocabulary," "Improving Math Skills," "Reading Words in Context," "Learning Essential Skills," "Improving Reading Skills," and "Learning Essential Vocabulary."

The System can be used by an individual working alone or with a tutor. In 1984 Jane Cathcart, Project Supervisor, received the annual Central New York Coalition for International Literacy Day award.

In 1987 the Massachusetts Board of Library Commissioners plans to use LSCA Title I funds to experiment with cable television as a teaching medium. As they stated in their LSCA Annual Program:

> Research indicates that there is a need for literacy programming for grade levels 0-4. There is also a need to experiment with library outreach to the target group who, for a number of reasons, including work schedules or personal embarrassment, cannot or will not take advantage of tutoring at the local library. At the same time, outreach is needed to supplement the tutoring effort conducted at the local public library. Cable television (CATV) offers an attractive means to reach people outside of the library environment. People could watch programming in the privacy of their own homes at times more convenient than those offered by the library and the pool of tutors. However, we have not found (in an exhaustive search) an adequate series of programs aimed at the 0-4 level for CATV broadcast.
>
> The Massachusetts Board of Library Commissioners in partnership with American Cablesystems Corporation is developing a series of captioned instructional video programs to teach certain reading skills for levels 0-4 for broadcast by cable stations in Massachusetts. The TV series will be more than reading lessons. It will include drama, humor and real-life situations to reinforce its points and be more entertaining. A home workbook may be included. It is hoped that the programs will motivate adult new readers to seek out additional reading programs in the community. After an experimental pilot run in Massachusetts, the series will be shown on American Cablesystems' channels in New York, Florida, Illinois, and California.

In Fiscal Year 1985 Bartow County Library System (Cartersville, Georgia) began production of a lifeskills video series for illiterates. The first was entitled Job Interviewing. Other videos planned included Family Finances, Positive Parenting: Meeting Your Child's Physical Needs, and Positive Parenting: Meeting Your Child's Emotional Needs.

Service to Special Groups--Current Developments

Large segments of the functionally illiterate population are comprised of subgroups with special needs that require specially designed literacy projects. The LSCA program has shown leadership in responding to these needs with projects designed especially for families, young adults, disabled, institutionalized, and limited English-speaking, and rural areas.

Family Literacy

Literacy training begins at home. A 1986 U.S. Department of Education publication, What Works, outlines common sense steps that families can take to provide a good education for their children. While one might know intuitively many of these ideas, each has the benefit of being validated through research. What Works gives the following recommendations for pre-literacy training for families to use as guidelines in their children's education:

1. Parents are their children's first and most influential teachers. The best way for parents to help their children become better readers is to read to them--even when they are very young. The conversation that goes with reading aloud to children is as important as the reading itself. When parents ask children only superficial questions about stories, or don't discuss the stories at all, their children do not achieve as well in reading as the children of parents who ask questions that require thinking and who relate the stories to everyday events.

2. A good foundation in speaking and listening helps children become better readers. Conversation is important. Children learn to read, reason, and understand things better when their parents: read, talk, and listen to them; tell them stories; play games; share hobbies; and discuss news, TV programs, and special events.

   When children learn to read, they make a transition from spoken to written language. Reading instruction builds on conversational skills; the better children are at using spoken language, the more successfully they will learn to read written language.

   Research shows a strong connection between reading and listening. A child who is listening well shows it by being able to retell stories and repeat instructions. Children who are good listeners in kindergarden and first grade are likely to become successful readers by the third grade.

3. Children who are encouraged to draw and scribble "stories" at an early age will later learn to compose more easily, more effectively, and with greater confidence than children who do not have this encouragement.

   Very young children take the first steps toward writing by drawing and scribbling, or, if they cannot use a pencil, they may use plastic or metal letters on a felt or magnetic board. Some preschoolers may write on toy typewriters; others may dictate stories into a tape recorder or to an adult, who writes them down and reads them back. For this reason, it is best to focus on the intended meaning of what very young children write, rather than on the appearance of the writing. Children become more effective writers when parents and teachers encourage them to choose the topics they write about, and then leave them alone to exercise their own creativity.

4. A good way to teach children simple arithmetic is to build on their informal knowledge. This is why learning to count everyday objects is

an effective basis for early arithmetic lessons.

5. In order to enrich the "curriculum of the home," some parents provide books, supplies, and a special place for studying; observe routines for meals, bedtime, and homework; and monitor the amount of time spent watching TV and doing after-school jobs.

The guidelines for preliteracy training described in What Works provide goals for families to strive for. However, it must also be recognized that many families do not have the time required to carry out these goals. There have been dramatic changes in American lifestyles resulting in more single-parent and two-working parent homes. Of children born in 1986 nearly 59% will spend some or all of their first 18 years in households headed by one adult.

According to census data, by 1990, an estimated 80% of children under age 6 will have working mothers. A recent study noted that enrollment in high quality preschool daycare programs and added academic help in the first 3 years of school significantly improve the chances of disadvantaged children to achieve school success. Ms. Jeane Chall, Director of the Harvard University Graduate School of Education Reading Laboratory, believes that kindergardeners can be taught the rudiments of the alphabet and phonics, playfully, as Sesame Street does, in preparation for learning to read. In the early grades, schools need to target reading assessment and provide remediation. It has been pointed out that high school teachers also need to be trained in remediation.

Some examples of family literacy activities in LSCA Title I projects follow. Lawrence Township Public Library in Illinois established a summer literacy reading program in 1985 for first through fifth graders who met the minimum requirements for promotion to the next grade, but who had reading problems.

Similarily, York County Library (South Carolina) in FY 85 provided a summer reading program for second grade children identified by the school system as meeting minimum requirements by promotion from first grade, but who had reading problems. Parents were then contacted and urged to "help" their children participate in the reading program. In this way they could be drawn into the program and participate as actively as their children. The program meets two to three times each week in groups led by certified teachers. Parents are offered special programs and children are offered story-telling, art, and drama in addition to learning to read.

In 1982 the Dekalb Library System in Decatur, Georgia set up a Homework Center in this low-income Atlanta suburb where traditional services had been ineffective. An average of 65 upper elementary and high school students came each afternoon to the Center for a quiet place to study and some personalized tutorial help from professional staff. They typed their reports on the Center's typewriter, viewed education programs on the audio-visual equipment, and operated the Center's Apple II computer, the same kind of computer used by Dekalb schools. School officials provided copies of computer programs that the children used in class. This project and Maryland's Babywise project, described below, carry the honor of having been selected as model library programs, appropriate for replication, by RMC Corporation, under contract with ED.

Howard County Library's Babywise program (Columbia, Maryland) was started in 1985 and continued in 1986. It was designed to provide parent training programs for working/single/teenage parents and childcare workers on the selection of developmentally appropriate materials for children up to age 3. There is a collection of materials designed to assist developmental growth and an ongoing publicity effort to alert potential patrons. Teenage parent seminars are conducted as part of the Babywise program. A parent-tot area is available for use. Services are provided through the library, bookmobiles, and interlibrary loan.

More attention is gradually being given to programs that seek to break the cycle of illiteracy that passes from non-literate parents to children. One example, not an LSCA project, Collaborations for Literacy, in its third year of operation, is an intergenerational project involving the Boston Public Library, Boston University, the Massachusetts State Board of Library Commissioners, B. Dalton Booksellers, the Federal Work Study Program, and other groups. College Work Study students are trained by Boston University's School of Education faculty and Literacy Volunteers of Massachusetts and are paid to teach functional illiterates how to read. Tutors attend a weekly inservice seminar for which they receive academic credit. Adults who are interested in reading to and with children ages 4-11 on a regular basis are invited to participate. Adults are taught to read children's books featured on the popular TV series, "Reading Rainbow." Once an adult masters a book, he in turn reads it to a child, grandchild, or neighbor's child in the library where the tutoring takes place. The child is thereby provided with both an adult role model and a positive image of the library. The program is being replicated in Orangeburg, South Carolina, and is being implemented with LSCA funds in Austin, Texas.

In FY 85 a Vermont LSCA project developed a bibliography of books for the very young to help functionally illiterate parents choose books to read to their children.

Young Adults

The Young Adult Literacy Assessment (ED, 1986) found that 15% of those 21-25 read below the fourth-grade level and another 15% read below the eighth-grade level even though 98% had completed the eighth grade.

Young adults have special needs. Adolescence is a period of confusion, strong emotions, identity crises, and challenges to adult values, words, and behavior. New roles are tried and discarded. Social workers have noted that the best access to young adults often is via peer groups that are influential in this phase of development. Group work can be far more effective than the traditional one-to-one approach. With LSCA Title I support, Englewood Public Library in New Jersey, developed a young adult literacy project that took this factor into account. The project featured group tutoring experiences where students "dropped-in" at pre-designated hours. An adult was always available to provide backup support and a corps of teen tutors was trained. A teen advisory council was formed and teens helped in adapting or designing training materials.

Disabled

There is a growing awareness that many physically handicapped persons have not benefited from special education and need special literacy efforts. For example, literacy is sometimes a problem for the hearing impaired because oral language skills must be developed prior to reading, putting a deaf person at a distinct disadvantage. In 1985 Nebraska installed a Telecommunications Device for the Deaf (TTD) machine at Contact Literacy Center to give deaf illiterates access to its hotline.

The LSCA program funded several literacy projects for the developmentally disabled. The Mansfield-Richland County Public Library in Ohio extended services to 350 developmentally disabled and functionally illiterate adults identified by area agencies. Three in-depth staff awareness sessions were held.

Materials were ordered and a catalog of the materials prepared and distributed to group homes, area agencies, classroom teachers, users living independently, and to the library. In another project in 1984, the Fairview Training Center in Oregon planned to develop an alternative to traditional special education methods for the mentally disabled, using a combination of computer-assisted instruction and computer-assisted video instruction.

Literacy Volunteers of Westchester County (New York) has incorporated a learning disabilities component into its very successful literacy program and in 1984 developed a student intake questionaire designed to identify learning disabled students.

Institutionalized

Illiteracy among prisoners in some States is estimated at 60% and the average youthful inmate reads at the 6.9-grade level. The LSCA program has been very responsive to the need for literacy programs, not only in prisons, but in other types of institutions. The major emphasis of these projects was new technology, General Education Development (GED) preparation, purchasing high interest/low reading level materials, and tutoring. The key to prison literacy programs is motivation. It is sometimes difficult to cultivate an inmates's desire to read, when the only incentive offered is that he or she will be able to obtain a minimum wage job when he or she leaves prison. For this reason, other incentives will have to be offered.

The State of Virginia has instituted a "no read, no release" parole policy, which mandates literacy as one factor considered in parole decisions. Federal prisons and State prisons in Maryland, Arkansas, and Tennessee require inmates to participate in education programs.

Another incentive is that inmates like to be able to write letters; in prison waiting lists to use the telephone can be a month long. Writing letters is one of the major forms of communication with the outside.

Under LSCA Title I, the Oakhill Correctional Institute in Madison, Wisconsin developed a technology-based Literacy Center that is being replicated in other institutions and public libraries in Wisconsin and in some out of State.

The major features of the project included the following:

1. A literacy librarian;
2. Resident volunteers trained as peer tutors;
3. Computerized literacy instruction for those with a reading level of grade 2 and up, with an emphasis on reading, grammar, spelling, and math;
4. One-to-one tutoring for those with no literacy skills, using a phonetic teaching method;
5. A core collection of basic skills software suitable for correctional institutions;
6. An internal referral network comprised of teachers and social workers;
7. Written guidelines with annotations that can be used as an acquisitions model for similar projects;
8. An English as a Second Language (ESL) component; and a
9. Vocational and occupational computer software collection for pre-release training.

While almost every prison in the country has adult education, fewer than 100 of the nations 3,493 city and county jails offer this opportunity. Kentucky's Green River Adult Literacy Project in 1984 initiated a successful county jail project, which was replicated in Henderson County, Kentucky in 1985.

People with Limited English-Speaking Ability

Roughly one-third of illiterates age 20 and above were born abroad, and speak a non-English language at home. Each year an estimated 1.4 million refugees and immigrants not literate in English are added to the pool of adult illiterates.

It has been found that speaking English precedes learning to read and write in English. Many LSCA Title I projects focused on people who cannot speak or read English. No fewer than nineteen languages were covered in LSCA limited English-speaking programs in 1984: American Indian, Cambodian, Chamorro, Chinese, French, German, Hebrew, Hmong, Italian, Japanese, Khmer, Korean, Laotian, Polish, Portuguese, Russian, Spanish, Vietnamese, and Yiddish.

Current research indicates that there are advantages to teaching illiterate language learners to read in their native tongue before teaching them to read in English. Because reading is language related, native speakers of other languages can be taught more easily to read the language with which they are familiar. The entire reading skill can then be transferred to reading English. For example, in their 1986 project "Pre-English as a Second Language: Literacy in Spanish as a First Step" the Universidad Popular and the Chicago Public Library cooperated in a literacy program that taught Spanish speaking adults how to read and write in Spanish. A substantial number of Universidad Popular's students had dropped out of ESL classes for lack of basic pre-reading skills.

In 1984 The Fresno County Free Library (California, $60,000) directed its adult literacy project toward the Hmog and Lao communities. Tutoring and materials were customized to these preliterate groups. In addition, life skills were taught.

In FY 85 Chicago Public Library, (Illinois) made available self-study cassettes in twenty languages for ESL students. Cassettes for a variety of literacy levels were available, including cassettes designed for students who knew no English. Some cassettes instructed only in English. Cassettes featured fiction, learning English through songs, learning English vocabulary for job interviews, and how to use the telephone, etc. The project noted a growing use of videocassette ESL materials.

In 1985, the Jones Library in Amherst, Massachusetts used LSCA Title I funds to write a guide to library ESL resources, arrange for its translation, and distribute copies to the Hampshire County Cambodian community and to tutors. In 1986 Oklahoma hoped to videotape ESL tutor training sessions and make them available Statewide.

The demand for ESL classes can reach fever pitch. Queens Borough Public Library (New York) provides no fewer than fifty-two ESL classes in seventeen sites; yet the demand still exceeds the availability of classes. Registration for these classes is centralized. The competition among registrants for the opportunity to learn English was so intense that security guards had to be hired to subdue fist fights that were breaking out in the registration lines.

Rural Literacy

It has been found that urban literacy approaches must be adapted to be suitable for rural literacy programs. In her article about developing rural literacy programs, Janet Tabor describes a rural LSCA project begun in 1983 by the Mohawk Valley Library Association (MVLA). She has determined that rural literacy projects differ from urban literacy projects in the following ways. Urban methods of publicity, fund-raising, and recruiting assume a concentrated population and mass information disbursement. Ms. Tabor notes that:

> In the nonurban setting, the 'community' may be a 600 square mile county with no common communication pathways and any number of villages and townships with separate records halls, representatives and governing organizations. Dealing with this potpourri of communities simultaneously can be a staggering problem.
>
> It is imperative that a social and attitudinal profile of the region be developed. Rural areas frequently retain an isolationist attitude. There is a tendency to avoid recognition of social problems, a psychological mind set that places incredible emphasis upon maintaining the status quo and a strong upper/lower class boundary. This is the 'small town syndrome'... . If there is a single recommendation relevant to surveying a rural area, it is that the goal must be not only the collection of information but also its dissemination. A literacy program in this setting cannot be introduced to the area; it must be the result of a participatory effort that involves the community-at-large. We devoted over 10 months to surveying and educating the various population segments about illiteracy in general before we ever introduced the idea of an actual literacy tutoring program.
>
> Often rural areas are not consistently served by newspapers or radio and television stations. There may be a series of small presses and broadcast stations, but, in some sections, public media are virtually nonexistent.

> Another consideration is the cost of using the telephone to maintain public relations contact with support agencies and volunteer staff. Often, rural regions are serviced by more than one telephone utility, and even villages and townships within the same system are subject to toll charges. This affects not only the overall program expense but also influences the willingness of potential support providers, tutors, and students to initiate contact. People are much more responsive if contact is verbal. Early indications are that ... mass mailings, direct distribution of promotional materials, and telephone and personal contact will eventually provide countywide awareness of program services and increasing 'word-of-mouth' publicity, which a rurally based organization requires in order to function on a long-term basis.
>
> The same geographic character that affects communication ... complicates transportation. Problems include the lack of mass transportation and the fact that potential students, due to illiteracy, do not possess a driver's license... . Many students and tutors reside as many as 60 miles from instructional meeting sites.
>
> Scheduling and traveling to outlying tutor trainings, locating alternate tutor/student meeting sites throughout the service area, developing satellite material collections, and implementing a travel reimbursement program for tutors represent possible solutions for providing fully accessible services for a rural population.

The highly successful Kentucky River Adult Literacy Project reflects the unique qualities of rural literacy projects. Illiteracy in the Appalachian Mountain Mountain area is traced back to the early nineteenth century, due to geographical isolation as well as set attitudes regarding the value of education. This project, started in 1981, serves a rural region consisting of eight counties. The Literacy Coordinator, Lois Gross, a former illiterate, in 1982 single handedly conducted 80 Laubach training workshops throughout the region, enrolled 545 students and 456 tutors, and averaged 900 miles per month in travel. By 1983 this project was considered the model literacy program for Kentucky public libraries. The coordinator and her staff presented this model program in 11 counties of the Kentucky River Library Region. As a result the 3 other library regions in 1984 decided to initiate literacy projects based on the model.

In FY 85 the program reached 543 students and 566 volunteer tutors. Activities included keeping in contact with the combined total of 1,109 volunteer tutors and students, traveling in a mountainous area, and conducting workshops for tutors. A part-time secretary monitored all students' progress and kept statistics on the project, enabling the coordinator to maintain contacts and continue recruitment of more students and tutors. Tutors are found most often among the husbands, wives, and neighbors of the students. There was a major effort to contact coal miners. Many times the Literacy Coordinator and her staff were turned away by coal operators who feared mining inspectors and wildcatters. The need to reach miners was paramount, because many were not able to read safety instructions. Others, laid off, were unable to complete applications for unemployment benefits. Now that efforts have gained public attention and student enrollment is sustained at a high level, future plans include the development of local literacy councils.

Statewide Coalitions--Current Developments

Secretary of Education William J. Bennett has noted that the States must play a primary part in addressing both the dropout problems and illiteracy, indicating that these are two national problems that do not lend themselves to a Washington solution. States have recognized this and are taking on a growing role in literacy efforts. One of the most notable trends in the LSCA program is the establishment of statewide literacy councils or coalitions in 33 states. State library agencies are active partners in most of these statewide planning bodies, and in some cases library leaders were directly responsible for their creation.

Statewide coalitions are supported with LSCA Title I funds in many States. Some of the activities of these coalitions are described below.

1. A statewide information and referral service on literacy (Minnesota).

2. Manuals for starting a literacy program (Kentucky).

3. A statewide literacy conference or statewide literacy teleconference (Virginia, Kentucky, New York, California).

4. A speakers' bureau with literacy experts (Indiana).

5. A statewide literacy newletter (Indiana).

6. A 10-year statewide literacy plan (Indiana).

7. The development of a tool to help companies assess literacy needs of their employees, calculate the costs of illiteracy to the company, and identify appropriate instructional strategies (Indiana).

8. A directory of literacy service providers in the State (Massachusetts. Florida).

9. A literacy program in the State government to match State employees who need literacy training with other State employees who can serve as tutors (Illinois).

10. Hearings across the State to gather information on the extent of the illiteracy problem, what the communities are doing to address the problem, and how the State council might assist (Illinois, Arizona).

11. A statewide literacy hotline (Illinois).

12. Assistance to local cooperative literacy ventures to move from informal to formal structures via contracts and memoranda of understanding (California).

13. The requirement of local coordination as a condition of grant funding (Illinois).

14. A literacy logo for the State (California).

15. Literacy proclamations and resolutions by State and local governing bodies and officials from such organizations as the Boy Scouts, churches, service clubs, and ethnic associations (California).

16. Broad involvement of other State level agencies: Indian Affairs, Mental Health, Corrections, Human Services, and Education (Oklahoma).

17. Presentations at State conferences of service groups, e.g., Lions Club, Urban League, Firefighters Association (Oklahoma).

18. Representatives of labor, the media, and corporations included in the statewide Literacy Council (Illinois).

19. Local military bases involved in literacy projects (California).

20. An application to Library of Congress to become a local Center for the Book (Oklahoma).

21. Regional literacy programs in rural areas for illiterates who do not want to be recognized receiving literacy training in their own small local community (Oklahoma, Texas, New York).

22. Establishment of a foundation for purposes of receiving donations (Kentucky).

23. Establishment of a position for a statewide literacy coordinator (Kentucky, California).

In June 1986 special recognition was given to the Illinois Literacy Council. Mr. Jim Edgar, Illinois Secretary of State and State Librarian, was the recipient of the 1986 American Library Trustee Association (ALTA) Literacy Award. The ALTA Literacy Award is given annually to an individual who has done an outstanding job in making contributions toward the extirpation of illiteracy. Since the establishment of the Illinois Literacy Council in May 1984, Mr. Edgar has advocated public support of local programs in Illinois. At his direction, the Illinois State Library made $700,000 in LSCA funds available to libraries and library systems for development of literacy programs or support services for programs already in existence. Mr. Edgar also requested that Governor James Thompson include $2 million in his education reform legislation for support of literacy programs. This was approved in June 1985 and the Secretary of State's Literacy Grant Program was established.

Evaluation and Research Needs

The lack of adequate needs assessments and program evaluations contributes to the disagreement in the literacy field on the definition of literacy, the number of illiterates, and the best approach to the problem. Methods for evaluating program effectiveness are often poorly defined and the demand for tutors does not leave sufficient time to evaluate projects. Some experts advocate that needs assessments be conducted in localities nationwide. Most projects do not employ control groups to compare the achievements of groups of persons receiving training with groups of persons not receiving training. In its recommendations for a national literacy policy, the Coalition on Literacy

notes that evaluation money is needed for community based programs that reach adults who read at the 0-3 grade reading level. Potentially, the LSCA Literacy programs could make significant contributions in these areas of evaluation.

Secretary of Education William Bennett includes "research that guides policy and informs practice" as a key part of the Department's Literacy Initiative. Several areas where more information is needed have been identified in our review of LSCA Title I projects. These areas could be researched and developed as part of LSCA literacy projects, or through private sector research projects.

Examples of these research issues include the following:

1. An online, computerized data base of high quality literacy print and software materials with critical annotations. Access would be by subject, title, and reading level.

2. Computer software with voice component developed for adults with 0-4 grade reading levels.

3. An impact study of how the lives of former illiterates have been affected by becoming literate.

4. Research on the dropout rate in library literacy projects. What elements cause it? What can be done about it?

5. Development of a matrix of potential literacy target groups (poor, young adult dropouts, families, employees, children, new Americans, disabled, institutionalized, elderly, urban, rural); tutoring methods, (phonics, etc.); materials (books, software, newspapers); settings (library, school, home) and modes (classroom, one-to-one, informal group); and types of tutors. Test whether the matrix identifies the most appropriate matches among the target groups, methods, materials, settings, modes, and tutors.

6. Research on the most effective and low cost marketing strategies to attract tutors and students.

7. Study of the applicabilty in the United States of other countries' successful approaches to adult literacy development.

8. Research on the most effective methods for training tutors.

9. Research on the connection between illiterates and tutors, i.e., how well do middle class tutors relate to low socioeconomic status (SES) students?

10. Research on the most effective uses of technology in library based literacy projects?

11. Research on the difference between the way children learn to read and the way adults learn to read.

12. Research on how well literacy programs serve learning disabled illiterates. Volunteer tutors generally do not have the technical background needed to recognize and help learning disabled illiterates. A simple screening device could be developed that would distinguish learning disabled illiterates from those whose illiteracy stems from other causes and that could refer the learning disabled to appropriate help, e.g., special education teachers.

13. Develop reliable measures for the number of illiterates, locally and nationwide.

Moving Ahead

Public and private organizations are actively pursuing new ways of meeting the literacy challenge. Laubach Literacy Action, Literacy Volunteers of America, and the Lutheran Churchwomen have a long history of grassroots literacy initiative.

In 1984, the Coalition for Literacy, formed by the American Library Association, together with the Advertising Council launched a very successful three year drive to alert the public and recruit literacy tutors and students. Contact Literacy Center (Lincoln, Nebraska) in cooperation with the Coalition for Literacy has formed a nationwide computerized directory of literacy organizations and maintains a toll-free phone number that can be used as a clearinghouse for potential students and tutors.

ABC-TV and the Public Broadcasting Service (PBS) recently announced Project Literacy U.S. (PLUS), a joint multimillion dollar literacy campaign for the 1986 and 1987 broadcast years. PLUS will operate in two phases: outreach (in process since January, 1986) and community awareness. So far 100 national organizations have pledged their support to establish activities on the local level and 310 community task forces have been set up by ABC and PBS affiliate stations of which there where a total of 525, all of which will be participating. National networks programs began in September 1986, after outreach programs had been set into motion.

Programs will include documentaries and spots on shows such as ABC News Nightline and World News Tonight, and a made-for-television movie. PBS will air "Project Second Chance," a 43-part high school equivalency program, and a special series on the English language. In addition, story lines of daytime serials, prime time shows and after school specials will call attention to illiteracy. Both networks will provide a continuous focus on illiteracy in public service annoucements, and affiliates will supplement national programs with their own local programming. ABC radio will also carry public service annoucements and mini-documentaries on illiteracy on its 1800 radio network affiliates.

National Public Radio (NPR) as part of PLUS has received funding from Corporation for Public Broadcasting (CPB) to present special programs on NPR's two weekly Spanish-language programs. These will focus on the problems facing Hispanic illiterates.

PLUS telecasts are expected to reach more than 50-million households. In addition, the American Newspaper Publishers Association is mounting a major literacy awareness campaign through its 1400 newspapers in tandom with PLUS. On September 7, 1986 "Literacy Sunday" religious leaders throughout the country included the subject of literacy in their sermons.

The Business Council for Effective Literacy is mobilizing the private sector. B. Dalton book publishers recently committed a $3 million grant to help reinforce literacy efforts, and has provided much publicity.

The Federal government has also set up several new initiatives. In April 1985, two bills, S.J. Res. 112 and H.J. Res. 244, were introduced in Congress for a second White House Conference on Library and Information Services in 1989, with literacy as one of its themes. In addition, the Federal Interagency Committee on Education (FICE), whose goal is to maximize Federal resources through interagency cooperation, sponsored a survey of adult literacy programs in the Federal government to determine what the government was currently offering in support of literacy. The survey identified 75 Federal programs that in FY 85 provided a total of $347.6 million for literacy-related activities. A directory of these activities was produced.

The Center for the Book (Library of Congress) has proclaimed 1987 as "The Year of the Reader" and has launched a nationwide campaign to encourage, emphasize, and celebrate reading. The program addresses both illiteracy and aliteracy (the loss of reading skills and interest by those who can read but dont't).

Fighting illiteracy is also a high priority of ED. Secretary Bennett has asked all ED offices to examine ways they can help support literacy activities, and he has directed the Adult Literacy Initiative staff to coordinate educational programs that have adult literacy components and to promote literacy efforts at all levels.

A recent LSCA initiative is the new Library Literacy Program under LSCA Title VI. This program was established by Congress when it reauthorized LSCA in 1984. Under this discretionary grant program State and local public libraries apply directly to ED for grants to support library literacy projects. Basically, State libraries can coordinate and plan library literacy programs and arrange for training for librarians and volunteers to carry out such programs. Local public libraries can promote the use of voluntary services of individuals, agencies, and organizations in providing literacy programs; acquire library materials for literacy programs; and use library facilities for literacy programs. Grants are limited by statute to $25,000. In FY 1986, first year of operation of the program, grants were awarded totaling $4,785,000.

The Challenge Ahead

It is important to remember that literacy goes beyond the ability to read and write. Once those skills are mastered, literacy becomes a way of enriching one's life and contributes to the enrichment of society. Jonathan Kozol, author of Illiterate America, says the real cost of illiteracy is that it is an insult to democracy. People who cannot read can neither "choose" in a

restaurant nor "choose" in the voting booth. He purports that the "Art of War" is a national priority while the "Art of living" is left to volunteers.

The challenge is there for all of us -- the Federal government, State and local governments, the private sector, families, volunteers, and illiterates. Rather than dispute literacy figures, definitions, and methods, rather than debate who is doing more and who less, we must recognize that there is enough illiteracy for all of us. All our efforts are needed in the battle against illiteracy. Our challenge is to work in partnership with one another to win the war.